USAID/Office of Conflict Management and Mitigation

Annual Report

FY 2005

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Please Note:

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Office of Conflict Management and Mitigation

Performance:

In its second full year of operation, CMM continued to lead USAID's efforts to identify, analyze, and respond to sources of instability, extremism, conflict and fragility on a worldwide basis. In FY 2004, CMM established an early warning and analysis unit and led development of the Agency's tools to identify and track fragile and conflict-prone countries; supported the Agency analytical framework in response to the Fragile States Strategy; coordinated research and analysis on the sources of violent conflict, fragility, and extremism; improved the Agency's policies and strategies related to the causes and consequences of conflict, extremism, and fragility; provided training and outreach in the field; and supported the development of the new Crisis, Stabilization and Governance backstop. CMM also supported the Agency's efforts to partner and collaborate with the Department of State/Coordinator for Reconstruction and Stabilization (S/CRS) through the Conflict Watch List. As a part of this exercise, the office has worked with S/CRS to identify critical lessons learned in operating in both crisis and in fragile states. CMM was and is a major participant on a number of S/CRS working groups in the areas of planning, governance, security sector reform and humanitarian assistance. The Director of CMM is a regular participant in the intra-agency working group chaired by S/CRS.

Within the past year, CMM has provided assistance to a growing number of USAID missions. While the type of technical assistance varies depending on the request, recent activities during FY 2004 included: an evaluation of conflict programs in Central Asia; the review of WARP's conflict Special Objective; the drafting of RFPs related to the peace process for the Nepal Mission and youth programs in Nigeria; and the monitoring and evaluation of several CMM-funded grants in the West Bank and Gaza. In each case, requests for assistance originated from the missions, illustrating the growing recognition of CMM as the primary resource within USAID for conflict-related technical expertise.

In support of field missions, CMM has conducted over 20 conflict assessments since the Office was established in 2002, with nine completed in FY2004. Conflict assessments aim to identify the causes and consequences of violence and instability, understand how existing development programs interact with these factors and determine where development and humanitarian assistance can most effectively support efforts to manage conflict, counteract extremism, and build peace. Specific topics covered by recent assessments include extremism, competition over valuable natural resources, religiously inspired violence, and youth issues. Two notable examples of recent assessments in Northern Mali and Burundi are explored below.

In May 2004, CMM conducted a conflict assessment in Northern Mali. Mali is a democratic and stable country with solid ties to the U.S., but instability and Islamic extremism in the northern part of the country have the potential to undermine its security and threaten broader regional and global stability. At the request of Ambassador Huddleston and USAID Mission Director Pam White, CMM funded an assessment of the situation in the North. This assessment identified many sources of tension and strain in northern Mali, including isolated extremist elements, widespread youth unemployment, severely restricted access to social services, an abundance of small arms/light weapons, and tensions within and between the nomadic and sedentary peoples of northern Mali.

The report also put forward recommendations for a U.S. Government response to increased activity by extremists and is now being used by USAID/Mali, CMM and others as the basis for developing a comprehensive approach to instability and extremism. The report was shared with the SEcretary of State by the Administrator and resulted in an additional $1 million programmed to the Mission by the Africa Bureau. The report was also shared with the Department of Defense and European Command, contributing to the present Department of State and Defense counter-terrorism programs across the

Sahel valued at well over $100 million.

Also in May 2004, CMM participated in a joint assessment team along with staff from the AFR and EGAT Bureaus that visited Burundi to evaluate links between land and conflict. The assessment recommended program options with the potential to mitigate negative pre-electoral rhetoric associated with land. These recommendations addressed the issue on two fronts: first, by creating "breathing room" within which a participatory dialogue on land and resettlement could take place; and second, by suggesting livelihood and food security opportunities to stimulate economic development. Upon return to Washington, the team worked together to mobilize resources to fund the assessment recommendations.

CMM is creating a series of sector-specific conflict toolkits in order to provide an in-depth analysis of the linkages between violent conflict and issues including: land, youth unemployment, and natural resource management. Beyond analysis, the toolkits lay out lessons learned, practical program options, monitoring and evaluation tools, and USAID contracting mechanisms for funding recommended programs. At the end of FY 2004, CMM published toolkits focused on youth, land, and minerals. Toolkits covering local governance, human rights, water, community policing, disarmament, demobilization and reintegration, peace processes and religion/extremism will be released during FY2005.

Early Warning
Recognizing that early warning of conflict vulnerabilities is a prerequisite for early response, CMM began working with technical experts to assemble a conflict alert system during FY2004. However, the scope of the effort was broadened mid-year in response to the articulation of the Agency's Fragile States Strategy. CMM's warning and analysis unit is now finalizing a system that combines outputs from quantitative models and events reporting to provide USAID leadership with alerts on countries showing evidence of fragility or risk for violent conflict and other forms of instability as well as tracking a country's condition over time. In addition to providing decision-makers with reliable and compelling information, the Conflict/Fragility Alert, Consultation and Tracking System (C/FACTS) is expected to facilitate programmatic coordination with other US Government agencies and the wider NGO and donor communities. Full implementation of C/FACTS will occur in FY2005.

CMM Supported Programs
In addition to its technical assistance and field mission support activities, CMM directly supports a number of USAID Mission programs and institutions working to address the sources of conflict and instability at the local, national, and international levels. Forty percent of CMM's FY 2004 Development Assistance funds were transferred to the field to support mission-managed, conflict -related activities in a variety of sectors. In FY 2004, CMM also managed four grants to organizations operating in the field. These grants had USAID Mission and regional bureau endorsement. Examples of CMM-supported programs include the following:

· CMM funds the Sri Lanka Peace Support Project, and is working closely with the USAID Mission in Sri Lanka to bolster the fragile cease-fire and stalled peace process. The Project strives to broaden support for the peace process beyond the negotiators by reaching out to civic groups, businesses, and media outlets in order to create a visible pro-peace constituency. The project develops Sri Lankan capacity to mediate conflict and carry out inter-ethnic and interfaith dialogue. It also supports many media programs including a "teledrama", newspaper supplements, and a national peace process survey. Through this project, CMM also funds Sri Lanka's Peace Secretariat, which plays a valuable role in coordinating the government's implementation and monitoring of the Ceasefire Agreement. Additionally, the Peace Secretariat provides research and support for the Government during political negotiations, and is also responsible for communicating issues relating to the Peace Process to the public and the media.

· CMM provided $250,000 to USAID/Nicaragua to fund part of a larger Organization of American States initiative to promote citizen participation and strengthen governance in the Central and Atlantic regions of Nicaragua by supporting social organizations, especially local Peace Commissions. The program is being implemented in Nicaragua's former war zones, which are today severely poor and remote municipalities located in Nicaragua's "drug corridor".

·   CMM provided $1,000,000 to USAID/Democratic Republic of the Congo (DRC) to support conflict mitigation activities under the Mission's Democracy and Governance strategic objective. USAID/DRC is using these funds to facilitate the DRC's process of national pacification, reunification and political transition by managing conflict within and among communities in targeted provinces and territories, and reducing the level of criminal impunity that fuels the isolated conflicts that persist and could destabilize communities during the transition period. Its objectives are as follows: 1) Strengthen the transition by decreasing criminal impunity and abuse of authority, particularly human rights abuses against highly vulnerable groups, through transitional justice mechanisms at the National and community levels; 2) Expand conflict management and mediation initiatives in targeted communities to complete the process of national pacification, reunification and reintegration of ex-combatants and their dependents; and, 3) Increase access to accurate information that mitigates the impact of inflammatory media messages and campaigns, thereby increasing transparency and accountability during the transition.

·   The Office supported Conflict Transformation Across Cultures (CONTACT) for a second year with a $1,000,000 grant administered by the World Learning School for International Training. This grant enhances the capacity of civil society organizations to implement conflict management and mitigation activities in Uganda and Ethiopia. Training is focused on building skills including community-level conflict prevention, mediations and reconciliation, as well as community-initiated advocacy for local needs in national and international fora.

·   CMM supported SwissPeace's "FAST" conflict early warning system.   FAST's approach combines quantitative with qualitative methods, and entails close cooperation with local information networks and international regional experts to provide differentiated and concise risk assessments of target countries. CMM's support provides access to FAST's data stream of regular field reports from 24 high-conflict zones around the world and permits the Office's new Warning and Analysis Team to monitor week-to-week developments in those regions .

·   CMM provided $535,000 for a program by International Alert to support Transnational Corporations in Conflict-Prone Zones: Government and International Policy Options for Promoting Best Practice and Accountability.   It addresses the critical and timely problem of corruption and mismanagement of oil revenues, which in turn breeds conflict, economic inequality, and shrinking productivity in oil-producing nations. The project is ambitious for its attempt to join local capacity-building in civil society organizations (in Sao Tome Principe), to regional-level natural resource management research and policy-making.

Donor Coordination
CMM has maintained a healthy consultation with other donors active in the area of conflict through participation in the Organization for Economic Cooperation and Development's Development Assistance Committee Network on Conflict Prevention and Development Cooperation (CPDC). CMM's active engagement in this forum has permitted USAID to exercise inter-donor leadership on mainstreaming conflict sensitivity, focusing attention on security sector reform, and responding to fragile states. CMM has taken the lead on the process of "tipsheet" production for the Development Assistance Committee of the CPDC, and contributed four tipsheets to the multi-donor network: Land and Conflict, Water and Conflict, Valuable Minerals and Conflict, and Forests and Conflict.

CMM also represented USAID in the inter-donor "community of practice" on Conflict Prevention and Post-Conflict Reconstruction (CPR Network). At the CPR's semi-annual meeting in October 2004, CMM led a session on youth and conflict, in addition to participating in a session on conflict assessment, and local governance in conflict-affected regions. USAID will host the CPR Network's sixteenth meeting in Fall 2005. In addition to its work with donors, CMM has engaged with the Alliance for International Conflict Prevention and Resolution, an association of US organization engaged in reconciliation and peace-building. AICPR has established a Prevention Consortium of private and public donor agencies, NGOs, universities and other organizations to promote coordination and collaboration in conflict prevention. The first meeting of the consortium was held in Belfast in early December 2004, and a second meeting is scheduled for May 2005.

CMM Outreach

In order to promote conflict mainstreaming within the Agency, CMM hosts conflict-related events on a regular basis, including brown bags, briefings and trainings. CMM sponsored over 30 such events in FY 2004. A notable example was the series of seminars CMM sponsored with the Conflict Prevention Project at the Woodrow Wilson Center on how foreign assistance can be used to help prevent, mitigate and resolve conflicts around the world. Meetings drew together leading experts, policy makers, and academics to discuss the role of development assistance in conflict prevention and post-conflict reconstruction in the Caucasus, Burundi, Liberia and Pakistan. The series also examined how development assistance could better address a range of issues linked to violence such as decentralization, the role of young people in developing countries, and competition over land.

CMM Training

In addition, CMM is developing a comprehensive Agency-wide training program for officers that will enable them to apply a "conflict lens" to all of the work they do in high-risk settings. During FY 2004, CMM developed a strategic "roadmap" that outlines its approach for implementing this training program, which is aimed at helping USAID staff better understand the contribution they can make to conflict management and mitigation through interventions in their respective areas, whether this is health, democracy and governance, economic growth, or other sectors. Such training will help USAID translate the latest technical expertise and analytical findings into cutting edge programming in the field.

For more information, please see the CMM Web Site at: http://www.usaid.gov/our_work/cross-cutting_programs/conflict/

Results Framework

966-001   Political, Economic and Social Causes and Consequences of Violent Conflict Addressed through Peaceful Channels

SO Level Indicator(s):

Percentage of AID-presence countries incorporating conflict analysis in the strategic planning process

IR1 Enhanced operating capacity of partners and USAID operating units for conflict management and mitigation

IR2 Improved policies, strategies and programs for managing and mitigating conflict

IR3 Conflict analysis methodologies developed and applied

IR4 Mission demand for research and program support on key conflict issues met